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Financing of the United Nations Mission of Support in East Timor

Performance report on the budget of the United Nations Mission of Support in East Timor for the period from 1 July 2002 to 30 June 2003

Report of the Secretary-General

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Summary

The present report contains the performance report for the budget of the United Nations Mission of Support in East Timor for the period from 1 July 2002 to 30 June 2003.

The total expenditure for the Mission for the reporting period has been linked to the Mission's objective through a number of results-based frameworks, grouped by three programmes, namely: stability, democracy and justice; internal security and law enforcement; external security and border control; as well as by a support component.

Performance of financial resources

(Thousands of United States dollars. Budget year is from 1 July 2002 to 30 June 2003.)

Category	*Apportionment*	*Expenditure*	*Variance*	
			Amount	*Percentage*
Military and police personnel	138 560.5	131 110.2	7 450.3	5.4
Civilian personnel	61 571.8	64 806.2	(3 234.4)	(5.3)
Operational costs	91 867.7	92 024.7	(157.0)	(0.2)
Gross requirements	**292 000.0**	**287 941.1**	**4 058.9**	**1.4**
Staff assessment income	8 414.2	8 232.9	181.3	2.2
Net requirements	**283 585.8**	**279 708.2**	**3 877.6**	**1.4**
Voluntary contributions in-kind (budgeted)	60.0	60.0	—	—
Total requirements	**292 060.0**	**288 001.1**	**4 058.9**	**1.4**

Human resources incumbency performance

Category	*Approved*[a]	*Planned (average)*	*Actual (average)*	*Vacancy rate (percentage)*[b]
Military observers	120	120	111	7.5
Military contingents	4 880	4 221	4 010	5.0
Civilian police	1 250	777	688	11.5
International staff	455	455	392	13.8
National staff	977	977	924	5.4
United Nations Volunteers	249	249	225	9.6

[a] Represents the highest level of authorized strength.

[b] Based on monthly incumbency and planned strength.

The actions to be taken by the General Assembly are set out in section V.

I. Introduction

1. The budget for the maintenance of the United Nations Mission of Support in East Timor (UNMISET) for the period from 1 July 2002 to 30 June 2003 was set out in the report of the Secretary-General of 24 April 2002 (A/56/932 and Corr.1) and amounted to $318,490,200 gross ($309,254,400 net), inclusive of budgeted voluntary contributions in-kind amounting to $60,000. It provided for an average of 120 military observers, 4,221 contingent personnel, 777 civilian police, 455 international and 977 local staff as well as 249 United Nations Volunteers.

2. Based on the recommendation of the Advisory Committee on Administrative and Budgetary Questions contained in paragraph 52 of its report dated 16 May 2002 (A/56/945), the General Assembly, by its resolution 56/296 of 27 June 2002, appropriated an amount of $292 million gross ($283,585,800 net) for the establishment and maintenance of the Mission for the period from 1 July 2002 to 30 June 2003. The total amount has been assessed on Member States.

II. Mandate performance

3. The mandate of UNMISET was established by Security Council resolution 1410 (2002) and subsequently adjusted by the Council in its resolution 1473 (2003). The Security Council, by its resolution 1480 (2003), extended the mandate of the Mission until 20 May 2004.

4. The Mission was mandated to help the Security Council achieve an overall objective, namely, to maintain international peace and security. Within this overall objective, the Mission was mandated by the Council to carry out the activity of ensuring the long-term stability and security of Timor-Leste.

5. Within the overall objective, during the performance report period the Mission has contributed to a number of accomplishments by delivering related key outputs, shown in the frameworks below. These frameworks are grouped by three programmes of the mandate implementation plan described in the report of the Secretary-General to the Security Council dated 6 November 2002 (S/2002/1223, paras. 11-40) and revised in his subsequent report to the Council dated 21 April 2003 (S/2003/449, paras. 13-51), namely: stability, democracy and justice; internal security and law enforcement; external security and border control; as well as by a support component. The programmes and the support component reflect rather than determine the common programmatic nature of the actual accomplishments and outputs contained therein.

6. The frameworks represent a shift towards a results-based budgeting approach. The 2002/03 budget did not include standard frameworks for planned results, which would have been the baseline against which performance would be measured and reported. Therefore, the Mission mandate performance is presented in a transitional format, showing the actual indicators of achievement and actual outputs during the 2002/03 period for which information was available. The expected accomplishments would lead to the fulfilment of the Security Council's objective within the time frame of the Mission and the actual indicators of achievement show a measurement of progress towards such accomplishments during the performance period. The actual outputs represent the contribution made by the Mission towards the expected accomplishments during the performance period.

Programme 1: Stability, democracy and justice

Expected accomplishments	*Actual indicators of achievement*
1.1 Progress towards a sustainable public administration in Timor-Leste	1.1.1 On becoming an independent State, the Government of Timor-Leste formally established the instruments of Government, including the appointment of Ministers of State, department heads and senior administrative management staff in 18 Ministries
	1.1.2 Positive feedback from the Government of Timor-Leste and recognition of the role and contribution of the Civilian Support Group in institution and capacity-building, including the monitoring and coaching of counterparts and senior and middle managers (based on client satisfaction surveys completed by senior government officials)
	1.1.3 The President of Timor-Leste, the Minister for Foreign Affairs and other authorities have expressed their satisfaction and appreciation for the institution and capacity-building contributions of the Civilian Support Group programme on numerous official occasions

Actual outputs

- Provided policy advice on 225 priority issues and 900 operational support issues, identified in consultation with the Government of Timor-Leste counterparts/supervisors and Ministers
- Mentored 230 officials of the Government of Timor-Leste in 16 Ministries and institutions through the Civilian Support Group
- Held weekly meetings between the Special Representative of the Secretary-General and the Prime Minister and monthly meetings between the Special Representative of the Secretary-General and the President, addressing wide-ranging political and developmental issues
- Carried out a preliminary assessment of future technical assistance requirements in partnership with the Capacity-Development and Coordination Unit of the Government of Timor-Leste
- Held 180 high-level consultations with donor representatives in Dili and during visits by UNMISET senior officials to the United States of America, the United Kingdom of Great Britain and Northern Ireland, Australia, Indonesia, Japan, Thailand, Singapore, the Philippines and Portugal
- Held a workshop on the roles and functions of international advisers, attended by 300 participants from donor countries, international agencies and the Government of Timor-Leste

Comments

Transfer of responsibility has not been achieved in all areas. UNMISET stability advisers in the banking and payments authority, treasury and revenue continued to exercise line functions

Expected accomplishments	*Actual indicators of achievement*
1.2 Progress towards finalization of priority cases and crimes against humanity cases committed in 1999, obtaining international arrest warrants for accused outside of Timor-Leste and prosecution of accused present in Timor-Leste, including appeals processes	1.2.1 10 priority cases finalized. A total of 65 indictments for crimes against humanity and serious crimes issued
	1.2.2 32 accused were convicted from the total of 264 accused persons
	1.2.3 21 trials and 3 appeals for 33 accused in Timor-Leste completed

Actual outputs

- Took 3,650 witness statements
- Completed investigations and indictments in 10 priority cases and other cases of crimes against humanity
- Charged 264 persons in 65 indictments
- Trained 13 senior judicial staff

Comments

Of the 264 accused in the 65 indictments for crimes against humanity and other serious crimes, 221 accused remain outside Timor-Leste

Expected accomplishments	*Actual indicators of achievement*
1.3 Increased respect for the rule of law and protection of human rights	1.3.1 External observers noted that progress had been made towards the incorporation of international human rights principles in operations of the National Police of Timor-Leste
	1.3.2 The recommendations of the Joint Assessment Mission were accepted by senior National Police officers and the Ministry of the Interior as the foundation for institutional respect for human rights

Actual outputs

- Conducted human rights training for 400 junior officers of the National Police
- Conducted training on critical human rights issues for 100 senior officers of the National Police
- Conducted train-the-trainer courses for 44 Police Academy instructors
- Developed a "Use of Force and Firearms" policy in partnership with the National Police
- Developed a code of conduct for National Police officers, in partnership with the National Police of Timor-Leste
- Commenced the development and review of standard operating procedures for officers of the National Police

Expected accomplishments	*Actual indicators of achievement*
1.4 Promotion of a fair and just legal system in Timor-Leste	1.4.1 The Court of Appeals restarted functioning
	1.4.2 Public Defenders Office reopened
	1.4.3 Suai Court opened
	1.4.4 The Supreme Council of Magistracy commenced sittings

Actual outputs

- Appointed two judge mentors to advise the Court of Appeals
- Appointed one mentor to advise the Public Defenders Office
- Monitored developments in the national justice system
- Monitored defendants average wait for trial
- Developed a human rights training manual for prisons
- Conducted human rights training for 120 prison guards and managers
- Held monthly meetings with Minister and Vice-Minister for Justice and Prosecutor-General's Office
- Held monthly meetings with development partners regarding strategies for strengthening the justice sector
- Assisted in the organization of a workshop on the justice sector
- Provided technical assistance to the Justice Sector Needs Assessment Mission of the United Nations Development Programme (UNDP)

Comments

While the judicial system was working better than it did in the beginning of the reporting period, many more improvements were still required. The availability of qualified judges, case managers and court staff proved a constraint on the functioning of the court. Similarly, sustainability of the justice sector required active support from UNMISET advisers.

Programme II: Internal security and law enforcement

Expected accomplishments	*Actual indicators of achievement*
2.1 Maintenance of public law and order in Timor-Leste	2.1.1 National police investigated 4,561 criminal offences

Actual outputs

- Made 620 arrests resulting in 915 formal charges heard or pending before the courts
- Trained 2,355 officers of the National Police in 42 targeted advanced training programmes
- Conducted 30 domestic violence investigation workshops including scenario based on practical training exercises

Expected accomplishments	*Actual indicators of achievement*
2.2 Progress towards achievement of a sustainable police service in Timor-Leste	2.2.1 National police commissioner appointed 2.2.2 National Police assumed responsibility for policing in 11 out of 13 districts

Actual outputs

- Trained 2,778 officers of the National Police in general policing
- Trained 300 rapid response team police officers
- Established two joint police/community projects to rebuild local infrastructure and improve relations with local community
- Liaised with joint Australian/United Kingdom/National Police capacity-building scoping mission to review resource needs of the National Police in future years

Comments

The Mission has undertaken numerous project activities to train officers of the National Police in all facets of law enforcement. International police worked alongside the officers in order to transfer skills in intelligence gathering, surveillance and management. Civil disturbances in Dili on 4 December, although lasting only a few hours, have been adversely commented upon by external observers.

Programme III: External security and border control

Expected accomplishments	*Actual indicators of achievement*
3.1 Maintained external security environment for Timor-Leste	3.1.1 No serious violations of Timor-Leste's territory from external threat
	3.1.2 Lautem area of operations handed over to the National Defence Force

Actual outputs

- Held two inter-command meetings with the Indonesian armed forces, Tentara Nacional Indonesia (TNI)
- Held 72 meetings with Indonesian armed forces (TNI) at battalion level
- Held 288 meetings with Indonesian armed forces (TNI) at company level
- Held 12 sector level meetings with the Indonesian armed forces (TNI)
- Conducted monthly tactical coordination working group meetings with Indonesian authorities
- Conducted three deployments of Force Commander's reserve by helicopters at short notice
- Conducted 9,797 troop patrol days in districts bordering West Timor
- Conducted 3,245 troop patrol days in remaining areas
- Conducted 6,552 military observer patrols

Expected accomplishments	*Actual indicators of achievement*
3.2 Progress towards normalization of Timor-Leste's land border	3.2.1 National customs border service established
	3.2.2 National Police border patrol unit took over first five junction points
	3.2.3 Border points are open for the daily movement of people and goods

Actual outputs

- Facilitated and participated in Indonesia-Timor-Leste Joint Ministerial Commission to set timetable for land border final agreements
- Provided expertise to the joint Government of Indonesia/Government of Timor-Leste technical subcommittee for border demarcation
- Conducted three inter-command meetings with the Indonesian armed forces (TNI) counterparts
- Trained 182 border patrol officers
- Trained 48 immigration officers in control of border points
- Provided expert assistance for technical surveys of the border

Component: Support

Expected accomplishments	*Actual indicators of achievement*
4.1 Effective and efficient logistical and administrative support to the Mission	4.1.1 Savings resulted from the review of airfield support operation in Baucau and the re-bidding of airport services in Darwin
	4.1.2 Reorganization of air support operations allowed the release of an MI-26 helicopter eight months early, resulting in savings in rental costs
	4.1.3 UNTAET liquidation substantially completed — 54 items outstanding on the assets inventory and accounts receivable/payable reduced to less than $0.4 million

Actual outputs

Military and police personnel

- Conducted 49 contingent-owned equipment inspections
- Conducted 14,657 military/police deployment/repatriations

Civilian personnel

- Administered 1,445 civilian staff

Facilities and infrastructure

- Maintained 248 buildings
- Maintained 228 generators

Ground transportation

- Maintained 810 vehicles

Air transportation

- Conducted 12 aircraft inspections
- Supported operations of 32 aircraft for 10,000 flight-hours

Communications and information technology

- Provided uninterrupted communications and information technology service to 7,200 users

Medical

- Provided medical treatment to 21,000 patients

Other supplies, services and equipment

- Dispatched 716 shipments of contingent-owned and United Nations-owned equipment

Comments

All mission components received fully satisfactory levels of administrative and logistical support

III. Resource performance

A. Financial resources

Financial resources

(Thousands of United States dollars. Budget year is from 1 July 2002 to 30 June 2003.)

Category	Apportionment[a] (1)	Expenditure (2)	Variance Amount (3) = (1) - (2)	Variance Percentage (4) = (3) ÷ (1)
Military and police personnel				
Military observers	4 627.2	4 365.9	261.3	5.6
Military contingents	104 007.3	100 040.6	3 966.7	3.8
Civilian police	29 926.0	26 703.7	3 222.3	10.8
Formed police units	—	—	—	—
Subtotal	**138 560.5**	**131 110.2**	**7 450.3**	**5.4**
Civilian personnel				
International staff	50 679.9	50 519.4	160.5	0.3
National staff	3 562.9	3 600.7	(37.8)	(1.1)
United Nations Volunteers	7 329.0	10 686.1	(3 357.1)	(45.8)
Subtotal	**61 571.8**	**64 806.2**	**(3 234.4)**	**(5.3)**
Operational costs				
General temporary assistance	7 466.4	6 838.1	628.3	8.4
Government-provided personnel	—	—	—	—
Civilian electoral observers	—	—	—	—
Consultants	3 422.8	4 264.7	(841.9)	(24.6)
Official travel	745.4	1 170.2	(424.8)	(57.0)
Facilities and infrastructure	18 487.0	20 348.2	(1 861.2)	(10.1)
Ground transportation	5 424.6	8 518.1	(3 093.5)	(57.0)
Air transportation	37 586.0	32 753.5	4 832.5	12.9
Naval transportation	1 102.5	913.0	189.5	17.2
Communications	7 971.3	7 352.3	619.0	7.8
Information technology	802.1	893.9	(91.8)	(11.4)
Medical	4 061.9	4 282.3	(220.4)	(5.4)
Special equipment	1 361.4	1 361.4	—	—
Other supplies, services and equipment	3 436.3	3 329.0	107.3	3.1
Quick-impact projects	—	—	—	—
Subtotal	**91 867.7**	**92 024.7**	**(157.0)**	**(0.2)**
Gross requirements	**292 000.0**	**287 941.1**	**4 058.9**	**1.4**
Staff assessment income	8 414.2	8 232.9	181.3	2.2
Net requirements	**283 585.8**	**279 708.2**	**3 877.6**	**1.4**
Voluntary contributions in-kind (budgeted)[b]	60.0	60.0	—	—
Total requirements	**292 060.0**	**288 001.1**	**4 058.9**	**1.4**

[a] Reflects adjusted distribution of approved resources between military and police personnel and operational costs categories of expenditure.

[b] Includes $60,000 from the Government of the Northern Territory, Australia, for office premises in Darwin.

B. Other income and adjustments

Category	*Amount (Thousands of US dollars)*
Interest income	4 334.0
Other/miscellaneous income	2 830.0
Voluntary contributions in cash	—
Prior period adjustments	(71.0)
Savings on, or cancellation of, prior period obligations	3 432.0
Total	**10 525.0**

C. Contingent-owned equipment: major equipment and self-sustainment

Category	*Expenditure (Thousands of US dollars)*
Major equipment	17 201.2
Self-sustainment	
Catering (kitchen facilities)	1 346.4
Office equipment	1 161.8
Electrical	1 412.4
Minor engineering	808.9
Laundry and cleaning	1 118.3
Tentage	1 219.9
Accommodations	1 238.8
Miscellaneous general stores	2 192.2
Communications	3 916.5
Medical services	3 337.0
Observation	1 361.4
Field defence stores	1 679.2
Subtotal	**20 792.8**
Total	**37 994.0**

Mission factors	*Percentage*	*Effective date*	*Last review date*
A. Applicable to Mission area			
Extreme environmental condition factor	1.0	February 2000	July 2002
Intensified operational condition factor	1.0	February 2000	July 2002
Hostile action/forced abandonment factor	—	February 2000	July 2002
B. Applicable to home country			
Incremental transportation factor	0.5-5.5		

IV. Analysis of variances[1]

	Variance	
Military observers	$261.3	5.6%

7. The variance of $261,300 under this heading is primarily attributable to the lower actual average strength of military observers during the reporting period (111 compared to the authorized strength of 120 observers).

	Variance	
Military contingents	$3 966.7	3.8%

8. The variance of $3,966,700 under this heading is attributable to the faster than anticipated downsizing of contingent personnel. An average of 4,010 contingent personnel were actually deployed during the reporting period compared with the planned average of 4,221 personnel.

	Variance	
Civilian police	$3 222.3	10.8%

9. The variance of $3,222,300 under this heading is attributable to the faster than anticipated downsizing of civilian police personnel. An average of 688 civilian police personnel were actually deployed during the reporting period compared with the planned average of 777 personnel.

	Variance	
International staff	$160.5	0.3%

10. The variance of $160,500 under this heading is primarily attributable to a higher proportion of international staff holding appointments of limited duration (90 per cent compared to 70 per cent assumed in the budget) offset by higher actual expenditure under common staff costs owing to the turnover of staff during the reporting period (travel on appointment, separation costs, shipment of personal effects, commutation of annual leave).

	Variance	
United Nations Volunteers	($3 357.1)	(45.8%)

11. The variance of $3,357,100 under this heading is primarily attributable to the recording in the reporting period of delayed charges pertaining to the previous period.

[1] Resource variance amounts are expressed in thousands of United States dollars.

	Variance	
General temporary assistance	$628.3	8.4%

12. The variance of $628,300 is primarily attributable to the recruitment of fewer civilian advisers on appointments of limited duration for the Civilian Support Group (48 compared to the 68 planned).

	Variance	
Consultants	($841.9)	(24.6%)

13. The variance of $841,900 is attributable to the recruitment of more consultants for the Civilian Support Group (29 compared to the 24 planned) providing advice for the Serious Crimes Programme, border demarcation, human rights and serving as observers at the Jakarta Human Rights Tribunal.

	Variance	
Official travel	($424.8)	(57.0%)

14. The variance of $424,800 is primarily attributable to a higher than anticipated travel for administrative, logistical and technical support, along with the expansion of training programmes for Mission personnel, in particular, in the engineering, transportation and security areas.

	Variance	
Facilities and infrastructure	($1 861.2)	(10.1%)

15. The variance of $1,861,200 is primarily attributable to: higher generator fuel consumption owing to the unreliable and erratic supply of electricity, combined with the 20 per cent increase in the cost of diesel fuel; the reservation of funds for the reimbursement of troop-contributing countries for accommodation self-sustainment in instances where the Mission was unable to provide accommodation for military contingents after six months in tents; as well as to the security upgrade in construction projects undertaken at the Mission headquarters; offset in part by savings owing to fewer items of equipment shipped to the United Nations Logistics Base at Brindisi, Italy, and consequential lower requirements for spare parts for their refurbishment, as well as to the sufficient supply of office supplies, which were purchased in the previous financial period.

	Variance	
Ground transportation	($3 093.5)	(57.0%)

16. The variance of $3,093,500 under this heading is primarily attributable to the replacement by a commercial contractor of a Force Logistics Squadron responsible for the operation of fuel services centres prior to its unforeseen withdrawal in June 2002, to a new less favourable contract for fuel distribution after the previous contractor closed operations and a 20 per cent increase in the cost of diesel fuel.

	Variance	
Air transportation	$4 832.5	12.9%

17. The variance of $4,832,500 is primarily attributable to savings under rental of helicopters following the reorganization of air support operations which resulted in the early release of a heavy cargo MI-26 helicopter and consequential lower consumption of aviation fuel, combined with lower actual utilization of flying hours (10,000 compared to the budgeted 12,720), as well as to savings resulting from the review of airfield support operations in Baucau and the re-bidding of airport services in Darwin.

	Variance	
Naval transportation	$189.5	17.2%

18. The variance of $189,500 is attributable to changes in operational requirements resu'ting in the 17 per cent reduction in the utilization of barges for the transportation of goods and supplies.

	Variance	
Communications	$619.0	7.8%

19. The variance of $619,000 is primarily attributable to fewer items of communications equipment shipped to the United Nations Logistics Base at Brindisi and consequential lower requirements for spare parts for their refurbishment as well as to the scaled down implementation of the microwave connectivity project.

	Variance	
Information technology	($91.8)	(11.4%)

20. The variance of $91,800 is primarily attributable to the acquisition of software packages in order to enhance network security both on the Mission servers and on individual computers following computer virus attacks on the integrity of the network.

	Variance	
Medical	($220.4)	(5.4%)

21. The variance of $220,400 is primarily attributable to the acquisition of medical equipment and supplies for the new United Nations-owned hospital in Dili following the withdrawal of a military hospital in early 2003.

	Variance	
Other supplies, services and equipment	$107.3	3.1%

22. The variance of $107,300 is primarily attributable to the non-implementation of mine-clearing activities during the reporting period, the renegotiation on more favourable terms of the contract for photocopier services and lower freight costs owing to fewer items of equipment shipped to the United Nations Logistics Base at Brindisi, offset in part by additional requirements for the acquisition of shipping containers and various items of security and safety equipment and supplies in order to upgrade security in the Mission area.

V. Actions to be taken by the General Assembly

23. **The actions to be taken by the General Assembly in connection with the financing of UNMISET are:**

(a) **To decide on the treatment of the unencumbered balance of $4,058,900 with respect to the period from 1 July 2002 to 30 June 2003;**

(b) **To decide on the treatment of other income for the period ended 30 June 2003, amounting to $10,525,000, from interest income ($4,334,000) and other/miscellaneous income ($2,830,000) and savings on or cancellation of prior period obligations ($3,432,000), offset in part by prior period adjustments ($71,000).**